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pages, is entitled "An Undercurrent Shaping the Policy: Japan's Control of Publicity." Here are repeated many of the current charges against Japan and the Japanese. Mr. Chung's tribute to Japan's "marvellously complete and skillful control of publicity, a control that enables her to manipulate easily the public opinion of the Western Powers," seems exaggerated to one who has had to read some of the articles about Japan which have appeared in our newspapers and magazines during the past year. Finally, part three, contains a number of documents and several reprinted articles, primarily concerned with Japanese conduct and policy.

Mr. Chung has shown considerable literary ability in presenting his subject. In spite of his severe criticism of Japan his attitude is, on the whole, more restrained than one might expect. The work also presents an air of scholarship which is not justified upon further examination. The selected bibliography is a well-chosen one, and there are many references to authorities. But in addition to some positive errors in fact, which might be overlooked, the book is untrustworthy because of the frequent assertions which are unsupported, and because of the impartial way in which authorities, good, bad and indifferent, are cited, ranging from the late John W. Foster to the columns of the Chicago *Examiner*.

PAYSON J. TREAT.

Leland Stanford Junior University.

Judicial Settlement of Controversies between States of the American Union. Collected and edited by James Brown Scott. Two volumes. (New York: Oxford University Press. 1918. Pp. xlii, 873; 874-1775.)

These two massive volumes bring together material of great value to students of constitutional and international law alike. The Supreme Court of the United States, so far as its original jurisdiction over controversies among members of the Union is concerned, is in effect an international tribunal. It is a court in which the several states sue and are sued by one another. In the years intervening between 1799 and 1918 no fewer than eighty-odd controversies of this sort have come before the court for adjudication, and in the course of this experience a notable body of jurisprudence has been built up. "The essence, function and limits of judicial power have been noted and analyzed; the distinction between judicial power on the one hand, and

legislative and executive, or political power, on the other, has been made clear . . . and the judicial settlement of justiciable disputes by a court has been justified by precept, demonstrated by practice, and vindicated by results."

The records of these cases form the text of Dr. Scott's volumes. In addition, the editor has added, by way of introduction, a selection of leading decisions which deal with the nature of the American Union and the status of the several states composing it. To each case the editor has prefixed a concise note indicating the gist of the controversy and the nature of the decision as well as the importance of the issue decided. Explanatory footnotes are also inserted where necessary.

It is appropriate that these volumes should be issued under the auspices of the Carnegie Foundation for International Peace, because the lesson of what forty-eight states of a new continent can do by eschewing all resort both to diplomacy and to force of arms is one that the nations of the world might well study. Many wars have had their inspiration in controversies far less exciting to the passions of men than those which our states have settled without a shot in anger. It is often urged that controversies which concern a nation's honor and dignity cannot be submitted to adjudication, arbitration or compromise; but it is difficult to find in these eighteen hundred pages any sign that the states of the American Union have suffered any impairment in honor or dignity at the hands of the learned justices in Washington. These two volumes form a noteworthy tribute to the American respect for the principle of juridical determination. They point to a great lesson which one hundred millions of people have mastered during the last century. Dr. Scott has rendered a most useful service in bringing this material into such form that men can readily lay their hands on it.

An Introduction to the Study of the Government of Modern States.

By W. F. WILLOUGHBY. (New York: The Century Company. 1919. Pp. xiv, 455.)

This is an interesting and instructive book, from several points of view. The author feels that the teaching of government in the United States places too much emphasis on mere description and too little on "fundamental political principles." To meet the need of a background of this sort, he sets forth "the problem of government as a problem" and shows "how the leading states of the world have in practice met it."